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4. In its deliberations concerning the ISC, the Working Group was inhibited by the absence of a clearly defined policy statement describing the character of an over-all integrated IAC documentation system at the intelligence library level. The Group believes that duplication of effort could be avoided within the IAC, and future Working Group discussions speeded, if AEIP were to prepare a staff study clarifying the objectives of an integrated system, outlining in general terms how it would work, and delineating its boundaries.



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Attachments:

Annexes "A", "B", "C", "D"

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TERM OF REFERENCE NO. 1

13 November 1957

I. PROBLEM

To review and clarify the philosophy underlying the common use of the Intelligence Subject Code (ISC).

II. BACKGROUND

a. The growth and expansion of documentation in the field of intelligence during the last ten years has made it imperative that some systematic mechanism be evolved that would control, in a bibliographic sense, the quantities of information returned to Headquarters from field collectors.

b. Traditionally, libraries have used subject classification systems, either decimal or alphabetical in structure, to help direct researchers to the literature on a given subject available in the library. Many classification systems are in use: some, like the Dewey Decimal scheme, are general, and others are highly specialized to conform with the narrow limits of a particular discipline. Each scheme has as its objective to communicate to the user the intrinsic nature of subjects and their relationships through the medium of logically arranged terminology. The catalog which results from the use of a subject classification system serves as a focal point from which the researcher may proceed to pertinent source materials. No catalog has yet been devised which automatically gives a researcher the specific answer to his problem. The catalog, no matter how intricately arranged, is only part of a larger communication system which ultimately requires personal examination of a mass of material.

c. Conventional libraries have found that savings occur when it is possible to achieve cooperative cataloging of books. The reasons are self-evident. If all agree to adopt the same subject classification scheme and cataloging techniques, i.e., if all "speak the same language", then each book receives analytical treatment only once, basic catalog cards are printed only once, and all participants in the cooperative system reap the resultant benefits. The best illustration of such cooperation is the cataloging and card distribution system of the Library of Congress which today serves thousands of libraries in the U.S. and abroad.

d. There is every reason to believe that the cooperative treatment of intelligence documents will prove equally beneficial to the IAC agencies. Efforts in this direction on the part of AWP have already resulted in savings of time and conservation of manpower.

III. HISTORY OF THE ISC

a. The character of the intelligence document and of its content is unlike that found in other types of literature. Information reported from the field is often fragmentary, documents vary widely in format and

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make-up, and the volume of intake is staggering - some 30,000 IAC documents per month.

25X1 b. During the early days of CIA a survey was made of existing classification systems used in the intelligence community, such as the Army's Basic Intelligence Directive (BID) and the Navy Monograph Index Guide, and an effort was made toward achieving a uniform system. Since the climate at that time was not favorable for the conclusion of such an agreement, CIA employed [redacted] as a consultant to develop the basic outline of the ISC, oriented towards the Agency's predominantly scientific and economic interests. Army, Navy, and Air sections were included in the basic outline but were deliberately limited to allow for future expansion by the services if they should so desire. Because three separate Registers had been set up in CIA to handle biographic, industrial, and graphic information respectively, these categories were given no special coverage in the ISC. In 1948, CIA began using the basic structure to index all raw information reports and, shortly thereafter, undertook total coverage of finished intelligence. From 1948 until the present, the ISC has been expanded and revised to reflect both subject and area needs of researchers. It has, however, been necessary to modify the detailed requests of specialists for subject expansion to conform with the principle of practical and easily understandable classification. The ISC was established and has been recognized throughout its 9 years of use as an overall guide and not as a classification system for specialized subjects.

c. CIA is the only Agency thus far that has used the ISC extensively for the coding and retrieval of inter-agency intelligence documents. Consequently, it has developed the only pattern of experience in applying the ISC, and the only body of evidence concerning customer satisfaction and dissatisfaction with this method of retrieving information from a general library system. After 9 years, CIA is convinced that ISC application, although important, is only one phase of a total information cycle involving a reference service and its customers. Other phases which are equally vital toward the achievement of the overall efficiency in a general library system include: document storage and access, programming of requests, and the qualities of aggressiveness and knowledgeability among the reference librarians who are in direct contact with the customer. The history of ISC use in CIA points up the fact that this Agency's library system, unlike its specialized Registers, does not automatically consolidate information. The CIA Library, like any of its conventional counterparts, is incapable of immediately providing the answer to a customer's question but can supply him with a body of citations which he himself must examine and accept or reject. A recent study has indicated that the number of citations presented to the customer for review is not necessarily a function of the precision of code construction but can be refined by permitting the reference librarians, in collaboration with the customer, to make the first selective reduction of citations.

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IV. HISTORY OF IAC ACTIVITIES RE THE ISC

a. The Air Force was the first agency to show a marked interest in adopting the Intelligence Subject Code, because a workable classification system was necessary for the Minicard project. From 1953 to date, Air Force document analysts have been trained by CIA in the use of the ISC. In 1955 AHIP discussed a common classification code. This was sparked by the recommendation of the Clark Task Force on Intelligence Activities that "all departments within the Defense Establishment and Department of State adopt a single indexing system based on the ISC." Soon thereafter, A-2, G-2, ONI, and NSA endorsed the ISC for adoption and use by the intelligence community, and the 3 military services established working groups for the revision of pertinent sections of the ISC.

b. In late 1955 the Air Force completed its revision of the 400 Section, which was adopted by both CIA and AFCIN 1 in 1956. The Army Working Group submitted to CIA an ACSI Subject Code draft, containing detailed revisions and expansions of the entire ISC with emphasis on the military, scientific, and technical sections. Navy prepared a first draft of a revised 300 Section of the ISC. The ISC is used at present by many lower echelons in the military services and has been adapted to their unique needs. Beyond the IAC itself, SHAPE Headquarters in Paris adopted the ISC for its document library (1956), and 2 CIA representatives and an Air Force officer were sent to Paris for the purpose of training SHAPE personnel.

V. HOW EACH AGENCY IS USING OR PLANS TO USE THE ISC

a. AIR

AFCIN 1b2 has been using the ISC to index Air documents for Minicard retrieval since 1956. Because of Minicard commitments, Air Force could not use an ISC which extended beyond the 6th digit concept. BAIR requirements have been numbered according to the ISC, and attache reports already carry a general BAIR number. Air Force plans to disseminate the ISC coded documents by means of an automatic disseminator which is being built with a 6-digit capacity.

b. ARMY

Negotiations are underway with RCA to investigate data processing equipment. A revised ISC incorporating Army subject interests will be presented to RCA. Army will probably continue its current manually operated intelligence library, using the dictionary index system now in effect, until the RCA project is completed. Future action by ACSI in adapting the ISC to operational use will depend upon Army acceptance of RCA recommendations. Current concepts based on ACSI-RCA

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research to date are that ACSI would attempt to establish uniformity in research files with collations set up according to the ISC. Furthermore, the ISC would be used for library indexing purposes, and dissemination, also, would be based on the ISC. This code would, therefore, be used for collection, production, and dissemination.

c. NAVY

Navy has no immediate plans for mechanization. However, the revised ISC will be adopted for manual use in the ONI Intelligence Files.

d. NSA

Since NSA is a major recipient of IAC documents, the ISC would be used in reference activities involving retrieval of information from IAC sources.

e. CIA

CIA has been using the ISC for almost 10 years. The Intellifax IBM system, a six-digit subject index, will continue until such time as Minicard has been fully tested and proved superior. There is a possibility of coordinating the CIA reading requirements for dissemination of documents with the subject and area scheme of the ISC.

f. USIA

The ISC is currently used as a pattern in USIA's manual Intelligence Files.

g. STATE

State Department has never been an active participant in any discussions of a uniform classification system because it maintains no intelligence document library as such. State Department's Record Codification Manual follows the ISC to a limited degree in treating scientific subjects.

VI. PRINCIPLES OF COMMON USE

The Working Group is agreed that the following principles should apply to the common use of the ISC within the intelligence community:

a. The ISC shall be simple and practical in both terminology and structure. For application, it should not require expert conversance in each of the fields covered.

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b. The ISC shall be designed primarily to support the subject classification of intelligence literature used by the IAC community. It cannot be considered a panacea for all indexing problems.

c. The ISC shall conform, insofar as possible, with the definition and control of intelligence collection, with dissemination to users according to reading requirements, and, lastly, with the organization of collation files of individual researchers.

d. The ISC shall be sufficiently comprehensive and detailed in subject scope, within 6 digits, to permit classification of the documents of any member agency to meet the general retrieval needs of the rest of the community without reindexing by the user agency.

e. The ISC shall be rendered applicable for use in either manual or machine systems. Some agencies find it necessary to continue with a manual approach, however, it is recognized that the present arrangement of subject codes has influenced the design of Minicard and that the 6-digit notation cannot be expanded for the present without conflicting with Minicard commitments.

f. The ISC may need to be subdivided by specialists within each IAC agency for more precise subject classification of the literature in their respective fields. The Working Group is aware of the need for systematic classification by specialists, but considers it impractical to attempt to coordinate expansions on an inter-agency basis beyond the basic 6-digit structure.

g. The ISC shall include a plan for orderly revision and expansion under coordinated CIA control.

VII. FINDINGS AND CONCLUSIONS

The Working Group, after studying the history, purpose, and plans surrounding the application of the Intelligence Subject Code, reaffirms the position that it is desirable and worthwhile to adopt a uniform subject classification scheme for use within the IAC.

The Intelligence Subject Code is a hierarchical classification which can be applied to either manual or machine systems. Granted that machines can be built by engineers to almost any specifications, the Working Group recognizes that in order to use these machines efficiently for information retrieval there must first exist an adequate classification and coding scheme. The Group is convinced that the Intelligence Subject Code, which has been in use in CIA for the past 10 years, is the most seasoned intelligence subject classification scheme and, with modification, is worthy of universal adoption within the IAC.

Arguments supporting the use of a common subject classification scheme to serve general library and indexing needs are as follows:

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1. A uniform subject classification scheme is practical and appropriate because the IAC agencies would then be "speaking the same language" in indexing intelligence documents. This would, in time, improve inter-agency communication.
2. A common scheme would lend itself to other non-library applications, such as intelligence collection and dissemination, and the organization of analyst collation files.
3. It is less costly to the intelligence community to produce, operate, and maintain a single subject classification scheme than to adopt several independent codes. A unified system offers potential for compatibility benefits, such as the exchange of index cards and microfilm, etc., provided that the agencies involved ultimately employ the same processing and machine system.

The Working Group is aware that specialized operations within the several IAC agencies may require adaptations of the ISC to suit particular purposes. The Group considers it impractical at this time, however, to attempt inter-agency coordination of the ISC beyond the 6th digit of the basic structure.

The Working Group also recognizes the likelihood that new classification techniques, such as storage and retrieval of clear text, may be developed, and supports their development and eventual integration into the basic code structure.

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ANNEX "B"

TERM OF REFERENCE NO. 2

25 November 1957

I. PROBLEM

To determine the extent to which the basic ISC should be recast to meet the general needs of the IAC.

II. BACKGROUND

Each representative on the Working Group was asked to review the various chapters of the ISC and to make a general statement describing the weaknesses of the code in relation to his agency's interest. It became evident in the discussions which followed that the ISC would require major revision in order to make it serve the general library needs of the intelligence community. The Working Group, therefore, decided to convert its individual criticisms of the ISC into a series of instructions to guide a subsequently appointed Task Force whose function it would be to modify the Code and publish a new edition.

III. INSTRUCTIONS

a. Precepts

- (1) The ISC should reflect subjects found in intelligence reports and should be capable of serving the needs of a general intelligence library reference service. It should not be a cumulation of minute subjects which intelligence analysts or other specialized users would like to have included for their respective purposes.
- (2) The ISC should be concise in make-up, methodically arranged, and easy to apply. It should be amply supplied with cross references, definitions, and explanatory notes.
- (3) The basic structure of the ISC should have a maximum capacity of six digits. Subjects which do not require a full 6-digit expansion should be left smaller, but any later expansion within the 6-digit framework should be controlled by the revision procedures set forth in Term of Reference #4.
- (4) The ISC should contain a full supplement of subject modifiers, on a chapter-by-chapter basis. These modifiers will have the combined functions, where applicable, of the prefix action codes and the terminal digits used in the current ISC. The terminal digit system should be discontinued because this precommitment of the 6th digit limits expansion.

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b. General Instructions

- (1) Examine the general character of the informational content of intelligence reports (raw and finished).
- (2) Review the types of subject requests which a general intelligence library system will be expected to serve.
- (3) Become familiar with the background, training, and educational level of persons likely to be called upon to apply the subject classification scheme.
- (4) Determine the role of the reference librarian in the search operation.
- (5) Consider machine capabilities in revising the ISC.
- (6) Take into account the following recognized deficiencies of the present ISC:
 - (a) Dispersion and repetition of like subjects.
 - (b) Lack of balance: extreme detail in some sections, inadequate detail in others.
 - (c) Incorporation of technical detail beyond the subject specialization of the average coder.
 - (d) Lack of sufficient cross references, definitions, and annotations.
 - (e) Absence of a guide for general use of the ISC and of specific instructions for each chapter.
- (7) Explore the possibilities of wider, more effective use of the concept of subject modifier. This auxiliary code, always used in conjunction with a subject code, permits a systematic amplification of the subject code or classifies the subject within a particular area of activity, e.g. research and development in field of weapons, or production of weapons.
- (8) Upon completion of the revised ISC, develop a relative index.

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c. Specific Instructions

- (1) World Politics - The overlapping subject headings should be eliminated by adding cross references, making appropriate deletions, and defining terms. Consider placing the subjects of Propaganda (now in the 800 Chapter) and Psychological Warfare (now in the 500) in this chapter.
- (2) Army, Navy, and Air - Military equipment in these categories should be moved to an expanded and revised Weapons and Equipment Chapter, with subject modifiers as needed. Combine the 3 Armed Forces in one chapter of the ISC; this would have the advantage of (a) following the NIS outline, and (b) placing joint military subjects in the same chapter.
- (3) Weapons and Equipment - All weapons and military equipment should appear in this chapter only. Consider moving Psychological Warfare out of this chapter. Subject modifiers should be set up for economic, military, and research aspects. If necessary, specific designations, such as R, N, and A for Army, Navy, and Air, can be combined with the subject modifiers as a double modifier, e.g., R 16/514 - Army Research on Small Arms.
- (4) Science - This chapter should be limited to scientific organization and processes. Specific military equipment and other similar commodities should be moved from the present 600 Chapter to the Weapons and Equipment Chapter, as previously noted, and all other equipment placed in the Economics Chapter and the newly proposed Transportation and Communications Chapter.
- (5) Economics - This chapter should retain all commodities other than military, transportation, and communications equipment.
- (6) Transportation and Communications - This new chapter, following the NIS outline, should contain equipment, systems, and installations.
- (7) Social and Cultural Forces - This chapter should be relieved of extraneous and overlapping subjects. Consider transferring Propaganda to the chapter on World Politics.
- (8) Organization of Information - Eliminate this chapter for document indexing. Set up appropriate subject modifiers as form divisions applicable to the entire ISC.

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IV. FINDINGS AND CONCLUSIONS

The Working Group believes that the ISC should be recast to meet wider IAC needs and applications unforeseen at the time of its original preparation.

The Working Group has developed the criteria and general instructions to guide such an effort, and is convinced that an internal Task Force, comprised of experienced ISC users drawn from the CIA staff, could best perform the job. Assistance from an outside consultant with professional competence in hierarchical classification systems should be sought as needed.

It is the general consensus that the present Working Group should continue as advisers and coordinators to the Task Force.

If this undertaking were to commence on 1 January 1958, the Working Group estimates that the total time required for the entire project would be 1 year. It has set up tentative target dates as follows:

Chapters

Political	1 February 1958
Social and Cultural Forces	1 February 1958
Economics	1 March 1958
Transportation and Communications	1 May 1958
Science	1 May 1958
Armed Forces	1 May 1958
Weapons and Equipment	1 June 1958

Final Draft

1 July 1958

Published Edition with Relative Index

1 January 1959

The above dates are contingent upon the availability of assistance from within and outside CIA.

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ANNEX "C"

TERM OF REFERENCE NO. 3

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I. PROBLEM

To develop a practical plan for specialized user expansion of the ISC beyond the basic structure.

II. FACTS AND DISCUSSION

a. No doubt some units within the IAC find the ISC too general to meet their special needs. The Working Group agrees that the present ISC is probably most useful in the initial stages of disseminating and indexing intelligence documents for a basic library-type collection.

b. The manner of applying the ISC to specialized user operations in the IAC will depend upon the nature of those operations. Obviously, the basic six-digit structure of the ISC cannot serve as the exclusive tool for translating information into machine records for high-speed computation operations, nor will it answer the need for files which perhaps must be maintained alphabetically. Users having specific interests, such as order of battle, technical intelligence, biographic indexing, book cataloging, etc., will be obliged either to make adaptations of the ISC, to request expansions of selected portions of the ISC, or to develop separate codes to suit their particular interests. Nevertheless, the Working Group feels that these users should be encouraged to investigate the potential of the ISC, or an adaptation of it, before undertaking something independent.

c. Physical expansion of the ISC to serve the needs of specialized users can be effected as follows:

1. By augmenting specific portions of the basic ISC.
2. By supplementing the six-digit ISC with a separate coding system, such as the addition of key words in clear text.
3. By extending the six-digit supra numbering system into the 7th, 8th, 9th, etc., columns.

d. Central control over any expansion or modification of the basic ISC structure should be exercised by the Central Intelligence Agency. Coordination on and publication of all requested revisions and expansions should be the responsibility of CIA. All specialized user expansions of the ISC which transcend the basic six-digit structure will not require coordination among the member agencies; however, CIA should be notified of all such code expansions as a matter of information.

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III. CONCLUSIONS

That the requirements of specialized users of the ISC can be satisfied as follows:

- a. By the introduction of mutually acceptable expansions of the ISC within the six-digit structure.
- b. By the adaptation of the present ISC beyond the six-digit structure.
- c. By the generation of independent codes to meet highly specialized needs.

That all requests for expansion of the ISC within the basic six-digit structure should be submitted to CIA for coordination among member agencies of the IAC and for publication of revised editions of the ISC.

That, as a matter of practice, all specialized users should furnish copies of their ISC adaptations or unique codes to CIA.

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ANNEX "D"

TERM OF REFERENCE NO. 4

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I. PROBLEM

To agree to methods for systematic revision, publication, and distribution of the basic ISC.

II. DISCUSSION

a. The new ISC is planned as an inter-agency publication. The Working Group envisions it as an IAC issuance.

b. CIA will be responsible for the initial publication and over-all distribution of the new ISC, and for subsequent revisions thereto.

c. The Working Group anticipates that revisions and expansions in the ISC structure will be made on a continuing basis. Suggestions for these changes will be forthcoming as U.S. intelligence interests shift from one area of emphasis to another. Consequently, some mechanism must be established to ensure that each user will have adequate opportunity to suggest changes in the basic ISC structure and that such changes will be systematically accomplished. In the opinion of the Working Group, many of the advantages of common use of the ISC will be lost unless user agencies evolve a careful plan for coordinating these changes and for subsequently notifying other ISC users of their implementation.

d. Recommended revisions to the basic ISC should be submitted to CIA, in writing, for coordination with other IAC agencies. The Working Group proposes that an AHIP Standing Group be established for coordination purposes and that this Group meet as often as necessary to review the recommended changes and to approve or disapprove their adoption. CIA will supply all holders of the publication with change sheets as required. In order to ensure that all change sheets have been received, and duly noted, it is suggested that an "Index to Changes" be sent to all ISC holders semi-annually. Where possible, distribution of the basic ISC, revisions, etc. should be made directly to individual users. Requirements from participating agencies should be submitted to CIA, together with the mailing address of the requesting office.

e. The Working Group is agreed that the format of the new publication should correspond generally to that of the present ISC, i.e., permanent-type binder, with 8 by 10½ loose-leaf pages to permit convenient inter-filing of change and errata sheets. The new ISC should also include a guide for general use of the Code and specific instructions for each chapter. Determination of an appropriate security classification for the publication is deferred pending completion of the revised ISC; however, the Working Group tentatively proposes assignment of the classification CONFIDENTIAL which, it feels, will afford adequate security without causing undue hardship in distribution and storage areas.

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III. CONCLUSIONS

That systematic revision, publication, and distribution of the basic ISC can be accomplished as follows:

- a. By establishment of a Standing Group of AHIP appointed members thoroughly familiar with the working operations of the ISC, to provide necessary coordination among IAC agencies in matters affecting the development, use, and proposed applications of the ISC.
- b. By submission in writing to CIA of recommended revisions to the basic ISC.
- c. By CIA coordination with other IAC agencies for approval or disapproval of recommended changes.
- d. By assignment to CIA of control of the publication and distribution of revisions to the basic ISC, and of maintenance of an appropriate receipt system for purposes of accountability.

The Working Group believes that general ISC problems, including the training of analysts in the use of the ISC, can be discussed and resolved by the proposed AHIP Standing Group, to be appointed after the revision of the ISC has been completed.

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